



**Author/Lead Officer of Report:**  
Jonathan South, Team Manager - Gateway/PRS

**Tel:** 0114 2930883

**Report of:** *Laraine Manley*  
**Report to:** *Cllr Julie Dore (Executive Leader)*  
**Date of Decision:** *13<sup>th</sup> September 2016*  
**Subject:** *Gateway Protection Programme*

Is this a Key Decision? If Yes, reason Key Decision:-

Yes ☒ No ☐

Expenditure and/or savings over £500,000

☒

Affects 2 or more Wards

☒

Which Cabinet Member Portfolio does this relate to? **Housing**

Which Scrutiny and Policy Development Committee does this relate to? **Safer and Stronger Communities**

Has an Equality Impact Assessment (EIA) been undertaken?

Yes ☒ No ☐

If YES, what EIA reference number has it been given? **902**

Does the report contain confidential or exempt information?

Yes ☒ No ☐

If YES, give details as to whether the exemption applies to the full report / part of the report and/or appendices and complete below:-

The report and EIA are open. The Home Office has marked the Grant Agreement as sensitive. This will be considered along with the report but won't be published.

**Purpose of Report:**

The Council has managed a successful programme delivery partnership with Hull City Council and the Refugee Council since 2011. As well as overall management of the programme, the Council has also managed the provision of housing and associated tenancy support for the Gateway refugees. The local authority VCF partnership provides excellent quality and value for money services and delivering a further programme going forward will ensure the continuity of the current delivery partnership as well as providing the best housing and resettlement services for new Gateway refugees in the city.

Following a successful competitive tendering process authority is now being sought for the Council to enter into a new four year agreement with the Home

Office to continue delivering the Gateway Protection Programme, GPP, until 31 March 2020 and for the Council to continue to receive the grant funding from the Home Office for the delivery of the programme and to continue the sub-contracting arrangements it has in place with Hull City Council and the Refugee Council for the services they deliver.

**Recommendations:**

It is recommended that the Executive Leader-

- i. notes the contents of the report and in particular the financial implications;
- ii. approves the acceptance of the Home Office Grant offer of up to £3,919,719 and the Council entering into a funding agreement with the Home Office in the form attached to this report as an Appendix to deliver the Gateway Protection Programme for the period 1 April 2016 – 31 March 2020;
- iii. agrees to the Council becoming the Accountable Body for the Home Office grant in respect of Hull City Council and the Refugee Council and entering into funding agreements with both organisations for the elements of the programme that they deliver on terms which reflect the Council's agreement with the Home Office; and
- iv. delegates authority to the Executive Director Communities, in consultation with the Director of Finance, to instruct the Director of Legal and Governance to finalise terms and complete the necessary documentation.

**Background Papers:**

**Appendix A** - Grant Agreement between the Home Office and Sheffield City Council (Confidential not for open circulation)

**Appendix B** Equality Impact Statement

Lead Officer to complete:-		
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.	Finance: <b>Mark Wassell</b>
		Legal: <b>Andrea Simpson</b>
		Equalities: <b>Liz Tooke</b>
	<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b>	<b>Laraine Manley</b>
3	<b>Cabinet Member consulted:</b>	<b>Cllr Jayne Dunn</b>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.	
	<b>Lead Officer Name:</b>  <b>Jonathan South</b>	<b>Job Title:</b>  <b>Team Manager – Gateway/PRS</b>
	<b>Date: 5<sup>th</sup> August 2016</b>	

## **1.0 PROPOSAL**

- 1.1 In 2004 Sheffield was the first local authority to welcome Gateway refugees when the programme was launched in the U.K. The Gateway Protection programme (GPP) is the UK refugee resettlement programme run by the Home Office in conjunction with the United Nations High Commission for Refugees (UNHCR). The GPP resettles refugees who are not able to return to their country of origin or remain long term in their host country. The GPP is fully funded by the Home Office for the first 12 months after the refugees arrive, including housing, healthcare, education and casework support.
- 1.2 Since 2011 following a competitive tendering process Sheffield has managed a Yorkshire and Humber resettlement delivery partnership, involving Hull City Council and Refugee Council.
- In October 2011 the Cabinet Member for Communities agreed that Sheffield would enter into a contract to manage and deliver the GPP, with Hull and the Refugee Council, for the period 2011 – 2014.
  - In February 2014 Cabinet agreed to enter into further funding agreements for an extension of the programme from 1 April 2014 to 31 March 2016, with 90 refugees arriving in each city in 2014/15 and receiving support for one year from arrival.
  - A further 12 month extension was agreed by the Cabinet Member for Communities and Public Health in October 2014, with 90 refugees arriving in each city in 2015/16 and receiving support for one year from arrival (to 31 March 2017 at the latest).
  - In 2015 the Home Office requested an increase in the number of refugees resettled under the latest extension and in July 2015 the Cabinet Member for Neighbourhoods agreed that Sheffield would now receive up to 130 refugees in 2015/16.
- 1.3 The current programme involves the two local authorities, Sheffield City Council and Hull City Council, securing mainly private rented housing providing tenancy support for the resettled refugees whilst the Refugee Council provides the reception and integration support for the refugees for the first 12 months after their arrival in the UK.
- 1.4 To date each city has resettled 90 refugees each year of the programme, with all costs being met for the first 12 months following arrival in the resettlement city. Sheffield resettled an additional 40 refugees in the year up to 31 March 2016. The programme is funded by the Home Office and having been extended twice since 2011 it is now due to end on 31 March 2017. There will not be any more Gateway refugees resettled in the city under the current programme.
- 1.5 The Home Office has now run a competitive tendering process to select providers to deliver the GPP from April 2016 – March 2020. On 16 February 2016 the Cabinet Member for Neighbourhoods agreed that Sheffield should

submit a bid, on behalf of the continuing delivery partnership, and that the number of GPP refugees resettled in Sheffield each year under the new agreement would be 75 (together with 75 Syrian refugees under a separate scheme). The bid was successful and authority is now sought to enter into the necessary funding agreements to continue with the Gateway programme to 31 March 2020, covering up to 495 refugees arriving between 1 April 2016 and 31 March 2019.

- 1.6 The Council will enter into a new funding agreement with the Home Office for the delivery of the programme and enter into sub-agreements with Hull City Council and the Refugee Council, on terms which reflect the Council's agreement with the Home Office, for the services that they deliver.
- 1.7 It is proposed that the new grant agreements will start on 9<sup>th</sup> August 2016 and will end on 31 March 2020. Sheffield will be required to resettle up to 75 refugees each year during the period 1 April 2016 – 31 March 2019 and Hull will be required to resettle up to 90 refugees each year during the same time frame. The terms of the new Grant Agreements are very similar to those of the current Agreements and will relate to the housing, support and provision of ESOL for the refugees arriving during the period 1 April 2016 – 31 March 2019.
- 1.8 The delivery partners will continue to support refugees who arrived prior to 1 April 2016 with funding received as part of the current Grant Agreement and refugees arriving after 1 April 2016 will be funded under the new Grant Agreement.
- 1.9 All three delivery partners are also part of a regional consortium in which every local authority area will be resettling some Syrian refugees under the Syrian Vulnerable Persons Relocation Scheme over the course of the next three years. In Sheffield up to 75 Syrian refugees will be resettled each year from 2016 – 2019, 225 refugees in total. This was the subject of a decision by the Leader of the Council on 18 May 2016.

## **2.0 HOW DOES THIS DECISION CONTRIBUTE ?**

- 2.1 Sheffield was the first City of Sanctuary and as a city is proud to welcome asylum seekers and refugees into its neighbourhoods. Continued involvement with the GPP supports this commitment and is a clear signal that Sheffield intends to be a place of safety for those fleeing persecution.
- 2.2 Many other local authorities have looked to Sheffield, as the first local authority to participate in the programme, to give guidance and share experiences of the success of the programme in the city. Refugees have settled well into communities and integrated well into neighbourhoods, sharing different cultures and becoming active citizens alongside their neighbours.
- 2.3 During the course of the first 12 months the refugees are supported to become fully independent and tailored support offered by both Sheffield City Council and Refugee Council staff is tapered to reduce over the course of the year. If, at the end of the 12 months, households need more support, referrals are made onto appropriate support agencies.

- 2.4 The programme will continue to be delivered in tandem with the Targeted Support Service within Lifelong Learning Skills and Communities and with NHS Sheffield, both of whom have separate arrangements and funding agreements for the provision of education for children and health care. Regular stakeholder meetings will be convened where planning for arrivals and ongoing support for the refugees who have already been resettled will be discussed.
- 2.5 Many of the refugees resettled have gone on to form community groups and join the Gateway Community Forum as they have become more established and integrated into the life of the city. Some of the refugees who arrived as children have gone on to university and a number of refugees have secured paid employment or are undertaking volunteering work, including befriending and supporting newer cohorts of Gateway refugees.

### **3.0 HAS THERE BEEN ANY CONSULTATION?**

- 3.1 The Council is not required to carry out a consultation process in respect of these proposals. A formal consultation process has not been carried out.

### **4.0 RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

#### **4.1 Equality implications**

An Equality Impact Assessment has been carried out and is attached. The main impacts identified are that a new Gateway programme will have a positive equality impact primarily on the BME communities as all refugees being resettled will be from a BME background. The Gateway programme offers the resettled refugees the only chance of a durable solution to their protracted refugee status. Refugees will also have other protected characteristics which may be relevant to their resettlement needs and this would be addressed as part of the individualised support that they receive, for example, some of the refugees who are resettled may have suffered persecution on the basis of their sexuality or religion. If the programme does not continue in Sheffield and Hull this may have a negative impact on the refugees awaiting resettlement. However, it would not impact on those who are currently involved in the programme as their resettlement support is guaranteed under the current programme arrangements.

#### **4.2 Financial and Commercial Implications**

- 4.2.1 The maximum grant payable from the Home Office will be up to £3,919,719 with annual budgets broken down as follows: (2016/17) £692,401; (2017/18) £1,196,951; (2018/19) £2,030,365.
- 4.2.2 The current estimate of the maximum level of grant funding that will be available to each party for the duration of the Grant Agreement is as follows:

	<u>Direct costs</u>	<u>Indirect Costs (7%)</u>	<u>Total Funding</u>
Sheffield City Council	£1,116,765	£ 78,173	<b>£1,194,938</b>

Hull City Council	£1,118,818	£ 78,317	<b>£1,197,135</b>
Refugee Council	<u>£1,427,706</u>	<u>£ 99,939</u>	<b>£1,527,645</b>
	<b>£3,663,289</b>	<b>£ 256,430</b>	<b>£3,919,719</b>

- 4.2.3 The submitted costs and the funding agreements will be based on outputs of up to 75 refugees arriving in Sheffield and up to 90 refugees arriving in Hull each year from 1 April 2016 to 31 March 2019. Each refugee will be provided with housing, integration support and ESOL. The budgets are based on fixed costs, e.g. salaries and variable costs, e.g. accommodation set up costs.
- 4.2.4 If the number of refugees resettled is less than 165 per annum the Home Office would still retain liability to meet the fixed costs within the Grant Agreement and the variable costs would be reduced, pro rata, according to the actual number of refugees resettled, and the actual costs incurred for their housing and support.
- 4.2.5 If additional costs are identified prior to arrival, separate funding agreements will be made with the Home Office, as per the current programme.
- 4.2.6 Built into the funding agreements are 7% for indirect / overhead costs which will, where possible, be retained to fund any foreseeable expenditure pressures during the course of the programme. If additional, unexpected costs arise over and above the level of the 7% indirect costs, discussions will be initiated with the Home Office to either identify additional funding for the programme or to vire any underspend on other aspects of the Gateway programme areas, should any in year budget underspends arise. No alternative sources of SCC funding have been identified should costs exceed the available grant funding.
- 4.2.7 Other key features of the Home Office grant are as follows:
- The Home Office grant is subject to claw back if it is not spent in accordance with the grant terms and conditions. .
  - Sheffield City Council will become the Accountable Body for the grant on behalf of both Hull City Council and the Refugee Council and will mitigate any risks with back to back funding agreements.
- 4.2.8 The Targeted Support Service will receive an amount of £4,500 for each child aged 5-18 and an amount of £2,250 for each child aged 3 or 4. This is used to support the admissions process for home school liaison and to provide classroom support for the children. The Home Office will also provide funding at £4,500 for pupils who are aged 4 on arrival but become 5 in the Autumn term. Additional funding from the Home Office equivalent to 15% of the pupil funding is received to cover management costs. No alternative sources of SCC funding have been identified should costs exceed the available grant funding.
- 4.2.9 Separate funding agreements are to be made between the Home Office and NHS Sheffield, which fund the initial patient registration and health screening process which takes place centrally at Mulberry Practice. Additionally, once the refugees are registered with their local general practice a sum of £50 per refugee is paid to the practice to facilitate this registration.

- 4.2.10 At the end of the programme in 2020 both the funding and the activity will cease. There will be no ongoing commitment on the Council to continue any of the work prescribed in the Grant Agreement.

#### 4.3 Legal Implications

- 4.3.1 The Home Office grant is paid to the Council in exercise of its power, under section 59 of the Nationality Immigration and Asylum Act 2002, to arrange or assist the settlement of migrants (whether in the United Kingdom or elsewhere) and to provide financial support to an organisation in the United Kingdom or another country which arranges or participates in a project of that kind. The Council will enter into legal agreements to secure funding and delivery and to ensure, as Accountable Body, that any it has obligations to the Home Office are reflected in its agreements with Hull City Council and the Refugee Council.
- 4.3.2 The majority of Gateway refugees will be accommodated in private rented housing but it may occasionally be necessary to use social housing if individual needs cannot be met in the private sector. Where refugees are allocated Council housing or nominated to registered providers this will be done in accordance with the Council's statutory Allocations Policy.

#### 4.4 HR implications

- 4.4.1 The Grant funding pays the part salaries for the following posts equally with the Syrian VPRS scheme:-

Post	No of	Grade	Gateway FTE	Syrian FTE
Service Manager	1	11	0.1	0.1
Team Manager	1	8	0.5	0.5
Monitoring Officer	1	5	0.5	0.5
Senior BSO	1	4	0.5	0.5
Housing Solutions Officer	2	5	0.75	0.75
Property Inspector	1	Kier secondee	0.5	0.5
Handy Person	1	Kier secondee	0.5	0.5

- 4.4.2 If the Council does not enter into the funding agreements with the Home Office, an exercise will be undertaken to review the impact of this on the posts above. If required, the Council's Achieving Change / MER procedure would be used to address any shortfall in funding against the number of posts and the structure within the Service.
- 4.4.3 The current secondment arrangements for the KIER operatives end on 31 July 2016. An extension has been agreed until 31<sup>st</sup> December 2016 when a review will take place to decide on the best approach for the future.



## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 If the Council did not enter into the funding agreements with the Home Office for this new contract the Home Office would not have sufficient time to identify another partner in the city to provide the housing and to contract with for the resettlement programme in Yorkshire and the Humber. This would mean that the national programme may not achieve its quota to resettle 750 refugees each year until 2019.
- 5.2 The current delivery partners have both committed to continuing the existing arrangements for the period of the new programme.

## **6.0 REASONS FOR RECOMMENDATIONS**

- 6.1 The Council has managed a successful programme delivery partnership with Hull City Council and the Refugee Council since 2011. As well as overall management of the programme, the Council has also managed the provision of housing and associated tenancy support for the Gateway refugees. The local authority VCF partnership provides excellent quality and value for money services and delivering a further programme going forward will ensure the continuity of the current delivery partnership as well as providing the best housing and resettlement services for new refugees arriving in the city.

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